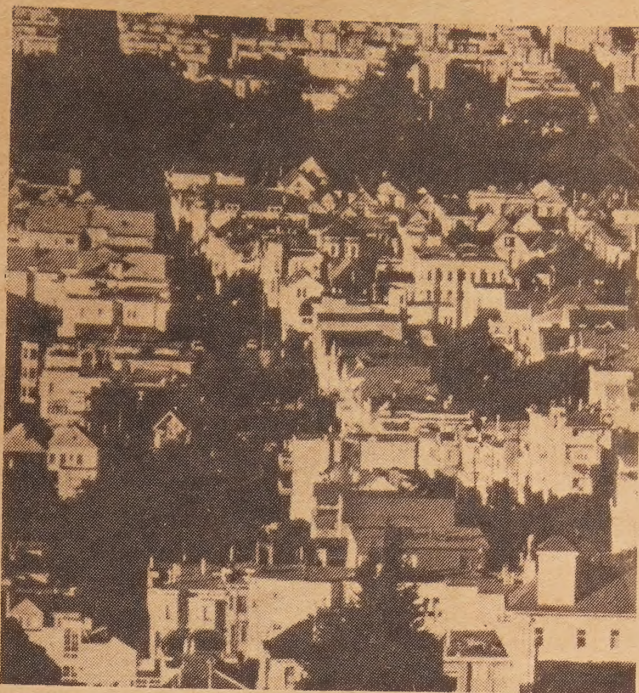


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IF THERE ARE QUESTIONS CONCERNING THE MATERIAL IN THIS REPORT, PLEASE TELEPHONE THE RESIDENTIAL ZONING STUDY STAFF AT 558-3055, OR VISIT THE DEPARTMENT OF CITY PLANNING AT 100 LARKIN STREET.



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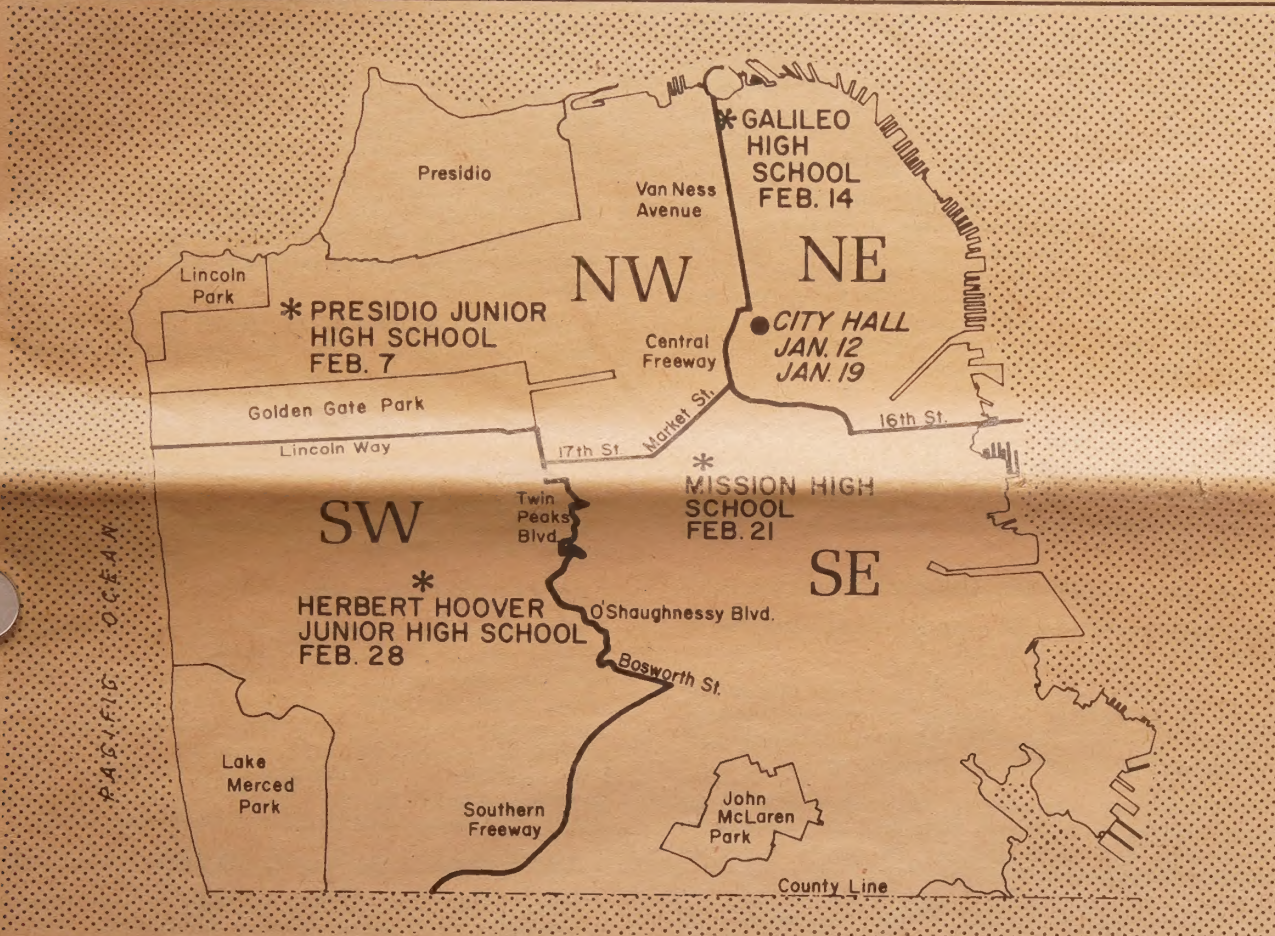
Report on Proposed Residential Zoning Revisions

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100 LARKIN STREET, SAN FRANCISCO, CALIFORNIA 94102

DECEMBER 1977



TIMES, PLACES AND PURPOSES OF PUBLIC HEARINGS OF THE CITY PLANNING COMMISSION

Time of Hearing	Place of Hearing	Purpose of Hearing
Thursday January 12, 1978 2:00 p.m.	City Hall, Room 282	Consideration of proposed amendments to text of the City Planning Code (written regulations)
Thursday January 19, 1978 7:30 p.m.	City Hall, Room 282 (enter from Polk Street)	Continuation of consideration of proposed amendments to text
Tuesday February 7, 1978 7:30 p.m.	Presidio Junior High School 450 - 30th Avenue at Clement Street	Consideration of the portions of proposed Zoning Map covering NORTHWEST part of city
Tuesday February 14, 1978 7:30 p.m.	Galileo High School 1055 Bay Street at Van Ness Avenue	Consideration of the portions of proposed Zoning Map covering NORTHEAST part of city
Tuesday February 21, 1978 7:30 p.m.	Mission High School 3750 - 18th Street at Dolores Street	Consideration of the portions of proposed Zoning Map covering SOUTHEAST part of city
Tuesday February 28, 1978 7:30 p.m.	Herbert Hoover Junior High School 2290 - 14th Avenue at Santiago Street	Consideration of the portions of proposed Zoning Map covering SOUTHWEST part of city

NOTICE OF HEARINGS

CITY PLANNING COMMISSION

NOTICE OF PUBLIC HEARINGS ON PROPOSED AMENDMENTS TO TEXT OF THE CITY PLANNING CODE AND TO THE ZONING MAP RELATING TO RESIDENTIAL DISTRICTS AND DEVELOPMENT.

Notice is hereby given to the general public that at the times and places shown in this advertisement the City Planning Commission will hold public hearings on comprehensive amendments to the City Planning Code pertaining to residential development.

The hearings will cover proposed amendments that would revise in their entirety the written regulations governing residential development and use in San Francisco, amending City Planning Code Articles 1, 2, 2.5, 3 and 6, deleting Articles 4 and 5, and adding Articles 1.2, 1.5 and 1.7.

The hearings will also cover proposed reclassifications of property throughout the city by amendment of the Zoning Map, in order to create and apply new permanent residential zoning districts for control of development and use in the residential areas of San Francisco. If adopted, these districts will replace all existing residential zoning districts.

The first two hearings will emphasize the proposed amendments to the text of the City Planning Code. These hearings will be held in the Civic Center at the times and place indicated elsewhere on this page.

Four hearings will then be held regarding proposed amendments to the Zoning Map. One portion of the city will be emphasized at each of the four hearings, at times and places as indicated elsewhere on this page.

In addition to the testimony at these hearings, the Commission will consider statements in writing by individuals and groups, addressed to the Commission's office at 100 Larkin Street, San Francisco, California 94102.

Further information on these proposals may be obtained by visiting the Department of City Planning at 100 Larkin Street in the Civic Center, or by telephoning the Department at 558-3055. Copies of maps showing the proposed residential districts in detail will be mailed to the owners of all real property; in addition, copies of these maps and copies of the proposed amendments to the text of the City Planning Code are available for inspection at the Department.

An Environmental Impact Report (EIR) is required for this project. The public hearings for review of the EIR will be held jointly with the hearings described above.

Following conclusion of its hearings and analysis of the testimony and other statements, the Commission will act upon the proposals and recommend enactment of legislation by the Board of Supervisors. In its action, the Commission may modify in part or in whole the text amendments and Zoning Map amendments (both district limitations and boundaries of zoning districts) proposed for its consideration.

Department of City Planning



December 1977

Dear San Franciscan:

We are pleased to send to you this summary of the proposals for revision of zoning in San Francisco's residential neighborhoods — the first citywide program of this kind since 1960.

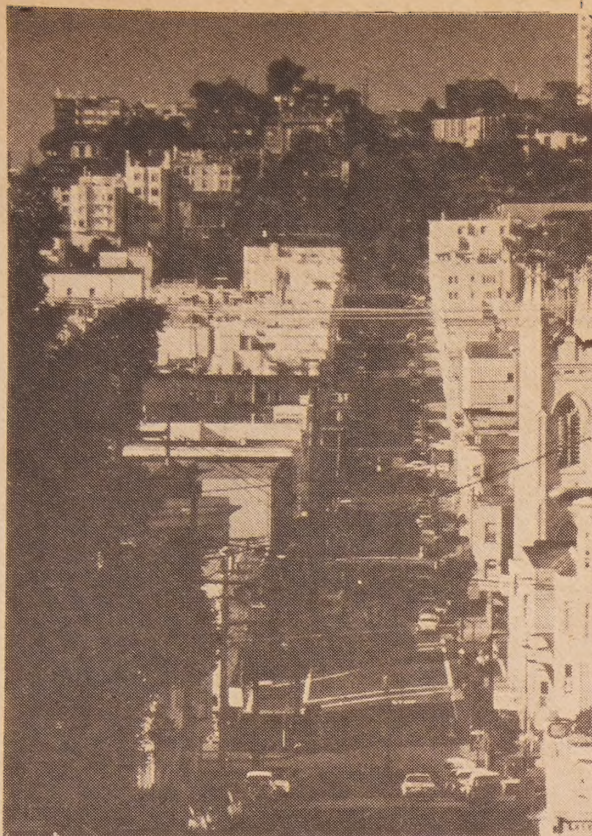
These proposals are the result of three years of study by the staff of the Department of City Planning — work that was initiated in response to Commission and staff concerns, and many citizen requests. The study has included substantial citizen and neighborhood involvement.

We urge that you review these proposals carefully and communicate your reactions and desires at the City Planning Commission hearings described on the first page of this publication, or by letter to the Commission.

It is always the objective of the Commission and the Department to provide the best in planning to meet the varied needs and desires of San Franciscans. The zoning issue is complex; we need your ideas so that this program will fulfill that objective and best serve our city.

Very truly yours,
CITY PLANNING COMMISSION

Toby Rosenblatt
Toby Rosenblatt, President



Introduction: San Francisco's Neighborhoods

There's no other city like San Francisco. The people who live here know it; most people who don't live here wish they could. And perhaps what makes San Francisco such a beautiful urban setting, above all, is the fine patchwork quilt of neighborhoods. There's great variation from neighborhood to neighborhood, while within each enclave there are striking similarities in architectural scale and character — not necessarily in adornment, but in fundamental sizes and shapes.

That this has happened is no coincidence or accident. It has occurred for a few principal reasons:

- The city's boundaries have been fixed for over 100 years.
- The residential portions of the city are almost totally developed.
- The vast majority of streets are laid out in a grid system, ignoring the presence of hills.
- The building lots in the blocks of that grid system are almost all 25 to 35 feet in width.
- The building foundations on those lots vary according to the slope of the land, but the upper portions of the buildings tend to be standardized in their height and bulk.

These factors, and the creative abilities of San Francisco architects and builders over the past century, have led to the patterned beauty we now perceive.

Yet this development has led us to a pivotal point in the city's maturation. When an urban area has this fine a texture and no further land left for new construction, it becomes fragile, and each new building put up will necessarily replace something that was there before. Questions must then be raised as to whether what is built anew is better than what it replaces, whether it is just as good, or whether it is a detriment to the neighborhood in which it occurs. In this context, the development controls that the public imposes to protect public values become much more important than at any time in the city's history.

Summarized in this report, and presented in full written detail to the City Planning Commission, is a proposal by the Department of City Planning to revise the basic land use control mechanism of the city — the City Planning Code — so that it will allow San Francisco to grow and mature in a manner that protects its neighborhoods, while encouraging development that respects the essential charm and characteristics of those neighborhoods.

1. Areas predominantly developed with houses;
2. Areas developed with a mixture of houses and apartments; and
3. Areas with a mixture of residential and commercial uses.

These three general groups form the three categories of zoning districts that are proposed.

The new districts are established for further purposes in addition to recognition of existing architectural characteristics and densities. These other purposes, as expressed in the proposed City Planning Code language, are:

(a) Preservation, improvement and maintenance of the existing housing stock through protection of neighborhood environments and encouragement of sound ownership practices and rehabilitation efforts;

(b) Maximizing of housing choice by assuring the availability of quality owner and rental housing of various kinds, suitable for a wide range of household types, lifestyles and economic levels;

(c) Encouragement of residential development that will meet outstanding community needs, provide adequate indoor and outdoor spaces for its occupants, and relate well to the character and scale of existing neighborhoods and structures; and

(d) Promotion of balanced and convenient neighborhoods having appropriate public improvements and services, suitable non-residential activities that are compatible with housing and meet the needs of residents, and other amenities that contribute to the livability of residential areas.

In order to fulfill these over-all purposes, the more specific purposes of each type of Residential district must be clearly stated. One of the serious weaknesses of the existing Code has been the lack of a description and purpose for each district. Such statements are included in the current Code revision proposals; they will assist in use of the Code and are related both to the written controls and to the mapping of the districts. The descriptions and purposes appearing in the Code are as follows:

RH (Residential, House) Districts.

These districts are intended to recognize, protect, conserve and enhance areas characterized by dwellings in the form of houses, usually with one, two or three units with separate entrances, and limited scale in terms of building width and height. Such areas tend to have similarity of building styles and predominantly contain large units suitable for family occupancy, considerable open space, and limited non-residential uses. The RH districts are composed of five separate classes of districts, as follows:

RH-1(D) Districts: One-Family (Detached Dwellings).

These districts are characterized by lots of greater width and area than in other parts of the city, and by single-family houses with side yards. The structures are relatively large, but rarely exceed 35 feet in height. Ground level open space and landscaping at the front and rear are usually abundant. Much of the development has been in sizeable tracts with

HEARING PROCEDURES

The procedures for amendments to the City Planning Code are prescribed by Sections 302 and 306 through 306.5 of the Code.

In the case of comprehensive amendments to the Code, such as these residential zoning proposals, it is customary for the formal hearing process to be initiated by the City Planning Commission after staff studies. The initiation by the Commission is by means of a "resolution of intention" to consider the proposals made by the staff. The Commission's resolution sets in motion the process of hearings before the Commission and later the Board of Supervisors.

During this hearing process, the Code provides that any new construction must meet both the Code standards already in effect and the standards under consideration. Such a requirement for conformity during the hearing period has been applicable in San Francisco since 1932.

Notice of the Commission's hearings must be given by newspaper publication and, where map changes are involved, by mail to the owners of all real property affected by the changes.

After the hearings and any necessary modifications in the staff proposals, the Commission acts on the proposed Code amendments. If both text and map changes are involved, the Commission acts first on the text amendments and then on the map amendments. The Commission's action is in the form of a recommendation for legislative action by the Board of Supervisors.

At the Board of Supervisors, hearings are held on the Commission's recommendation by a Committee of the Board. After these hearings the Committee reports the matter out to the full Board for its consideration. Two successive votes, or "readings", are required at the full Board for adoption of an ordinance.

The Board of Supervisors may modify a Commission recommendation before acting, but the Board may not act upon any modification regarding the map, or any material modification of the text proposals, until such a modification has been considered by, and either approved or disapproved by, the Commission. Proposed modifications may be sent back to the Commission either with the original proposals or as subsequent amendments to an adopted ordinance.

Adoption of zoning proposals is accomplished by the Board by a majority vote, except that in the case of map amendments that were disapproved by the Commission a vote of two-thirds of all members of the Board is required for adoption.

Ordinances adopted by the Board are sent to the Mayor for signature. If they are signed by the Mayor, they become effective 30 days later.

similarities of building style and narrow streets following the contours of hills. In some cases private covenants have controlled the nature of development and helped to maintain the street areas.

RH-1 Districts: One-Family.

These districts are occupied almost entirely by single-family houses on lots 25 feet in width, without side yards. Floor sizes and building styles vary, but tend to be uniform within tracts developed in distinct time periods. Though built on separate lots, the structures have the appearance of small-scale row housing, rarely exceeding 35 feet in height. Front set-backs are common, and ground level open space is generous. In most cases the single-family character of these districts has been maintained for a considerable time.

RH-1(S) Districts: One-Family with Minor Second Unit.

These districts are similar in character to RH-1 districts, except that a small second dwelling unit has been installed in many structures, usually by conversion of a ground-story space formerly part of the main unit or devoted to storage. The second unit remains subordinate to the owner's unit, and may house one or two persons related to the owner or be rented to others. Despite these conversions, the structures retain the appearance of single-family dwellings.

RH-2 Districts: Two-Family.

These districts are devoted to one-family and two-family houses, with the latter commonly consisting of two large flats, one occupied by the owner and the other available for rental. Structures are finely scaled and usually do not exceed 25 feet in width or 40 feet in height. Building styles are often more varied than in single-family areas, but certain streets and tracts are quite uniform. Considerable ground level open space is available, and it frequently is private for each unit. The districts may have easy access to shopping facilities and transit lines. In some cases, group housing and institutions are found in these areas, although non-residential uses tend to be quite limited.

RH-3 Districts: Three-Family.

These districts have many similarities to RH-2 districts, but structures with three units are common in addition to one-family and two-family houses. The predominant form is large flats rather than apartments, with lots 25 feet wide, a fine or moderate scale and separate entrances for each unit. Building styles tend to be varied but complementary to one another. Outdoor space is available at ground level, and also on decks and balconies for individual units. Non-residential uses are more common in these areas than in RH-2 districts.

RM (Residential, Mixed) Districts.

These districts are intended to recognize, protect, conserve and enhance areas characterized by a mixture of houses and apartment buildings, covering a range of densities and building forms according to the individual district designations. Despite the range of densities and building sizes, most structures are of a scale that respects the traditional lot patterns, open spaces and articulation of

(continued on page 5)

The Proposed Controls

The proposed controls seek to balance preservation and change in the residential areas of San Francisco.

One of the main objectives of these controls is to protect the character of existing neighborhoods, and encourage retention of sound housing. Under the zoning established in 1960, actual construction over the years has demonstrated that both the standards and the mapping of districts are inadequate to accomplish such an objective according to the wishes of most of the city's residents. Except for the single-family and two-family districts (R-1-D, R-1 and R-2), it has been widely felt that the existing controls have not been conservation-oriented.

However, preservation cannot be the sole objective of zoning. An adequate stock of suitable housing for San Franciscans requires a balance that combines new construction efforts with maintenance and rehabilitation. The continuing low vacancy rates in most areas of the city, and the overcrowded housing conditions in a number of neighborhoods, indicate that new housing units are needed, both to add to the housing stock and to replace units that are lost. Although some opportunities for residential construction may exist in areas containing underused industrial and commercial land, many of the new units must be accommodated in existing residential areas. The proposed regulations will provide a zoning framework that allows accommodation of new housing while protecting the scale of existing neighborhoods.

In addition, the proposed controls will bring a much needed modernization of San Francisco's City Planning Code. The Code has been patched and added to many times since 1960, so that it is now a cumbersome document, difficult to use for both the Department staff and city residents. For example, regulations governing front set-backs can be found in three separate Articles of the Code. Thus, the current proposals not only recommend changes in regulations; they also recommend renumbering and re-ordering of existing provisions, and other changes to make the provisions consistent with one another. The Code would, therefore, be more readable, more easily administered and more enforceable.

What follows is a description of the highlights of the proposed zoning controls, and a comparison with the controls previously in effect. This description is supplemented by the summary chart appearing on the opposite page, which indicates the controls applicable to each new Residential zoning district.

TYPES OF RESIDENTIAL ZONING DISTRICTS

One of the purposes of the proposed zoning is, where practical, to recognize the building form and character, and the existing density of development, of San Francisco's neighborhoods. There is great diversity throughout the neighborhoods — in fact, the unusual strength of neighborhood identity is at the heart of San Francisco livability — but they nevertheless fall into three general groups on the basis of building form and use characteristics:

SUMMARY OF PROPOSED CITY PLANNING CODE STANDARDS FOR RESIDENTIAL DISTRICTS

As Proposed by the Department of City Planning to the City Planning Commission on November 29, 1977

ZONING DISTRICT	MAXIMUM DWELLING UNIT DENSITY (Sec. 209.1)	OTHER PRINCIPAL USES (Permitted as of Right) (Secs. 209 through 209.9)	OTHER CONDITIONAL USES (Subject to Commission Approval) (Secs. 209 through 209.9)	MINIMUM LOT SIZE (Sec. 121)	BASIC FLOOR AREA RATIO (Other than Dwellings) (Sec. 124)	FRONT SET-BACK REQUIREMENTS (Sec. 132)	REAR YARD REQUIREMENTS (Sec. 134)	USABLE OPEN SPACE REQUIREMENTS FOR DWELLING UNITS (Sec. 135)	OTHER SPECIAL REQUIREMENTS
RH-1(D) House, One-Family (Detached Dwellings)	One dwelling unit per lot.	Residential care facility for 6 or fewer; child care facility for 10 or fewer; open space for horticulture or passive recreation; public structure or use of a non-industrial character; sale or lease sign.	Child care facility for 11 or more; elementary school; secondary school; religious institution; community facility; open recreation area; greenhouse or plant nursery; utility installation or public service facility; community garage; access driveway to C or M district; non-accessory parking for a specific use; Planned Unit Development.	Width: 33 ft. Area: 4,000 sq. ft.	1.8 times lot area.	Based upon average of adjacent buildings, up to 15 ft. or 15% of lot depth.	45% of lot depth, except for reductions based upon average of adjacent buildings.	300 sq. ft. of private space per unit.	(Sec. 133) Side yards; requirement based upon lot width. (Sec. 261) Use district height limit 35 ft.; 30 ft. at front of property.
RH-1 House, One-Family	One dwelling unit per lot; up to one unit per 3,000 sq. ft. of lot area (maximum of 3 units) with conditional use approval.			Width: 25 ft. Area: 2,500 sq. ft.	1.8 times lot area.	Based upon average of adjacent buildings, up to 15 ft. or 15% of lot depth.	45% of lot depth, except for reductions based upon average of adjacent buildings.	300 sq. ft. of private space per unit.	(Sec. 261) Use district height limit 35 ft.; 30 ft. at front of property.
RH-1(S) House, One-Family with Minor Second Unit	Same as for RH-1; or, 2 dwelling units per lot with second unit limited to 600 sq. ft. of net floor area.			Width: 25 ft. Area: 2,500 sq. ft.	1.8 times lot area.	Based upon average of adjacent buildings, up to 15 ft. or 15% of lot depth.	45% of lot depth, except for reductions based upon average of adjacent buildings.	300 sq. ft. of private space per unit; 100 sq. ft. for minor second unit.	(Sec. 261) Use district height limit 35 ft.; 30 ft. at front of property.
RH-2 House, Two-Family	Two dwelling units per lot; up to one unit per 1,500 sq. ft. of lot area with conditional use approval.			Width: 25 ft. Area: 2,500 sq. ft.	1.8 times lot area.	Based upon average of adjacent buildings, up to 15 ft. or 15% of lot depth.	45% of lot depth, except for reductions based upon average of adjacent buildings.	100 sq. ft. of private space per unit.	(Sec. 144) Limits on parking entrances and blank facades. (Sec. 261) Use district height limit 40 ft.; 30 ft. at front of property.
RH-3 House, Three-Family	Three dwelling units per lot; up to one unit per 1,000 sq. ft. of lot area with conditional use approval.	Same uses as above, plus: Group housing, boarding; group housing, religious orders; group housing, medical and educational institutions; hotel up to 5 rooms; medical institution; residential care facility for 7 or more; post-secondary educational institution.	Same uses as above, plus: Group housing, boarding; group housing, religious orders; group housing, medical and educational institutions; hotel up to 5 rooms; medical institution; residential care facility for 7 or more; post-secondary educational institution.	Width: 25 ft. Area: 2,500 sq. ft.	1.8 times lot area.	Based upon average of adjacent buildings, up to 15 ft. or 15% of lot depth.	45% of lot depth, except for reductions based upon average of adjacent buildings.	100 sq. ft. per unit if all private; common space substituted must be 1/3 greater. 65% of space in project must be private.	(Sec. 144) Limits on parking entrances and blank facades.
RM-1 Mixed, Low Density	One dwelling unit per 800 sq. ft. of lot area.			Width: 25 ft. Area: 2,500 sq. ft.	1.8 times lot area.	Based upon average of adjacent buildings, up to 15 ft. or 15% of lot depth.	45% of lot depth, except for reductions based upon average of adjacent buildings.	100 sq. ft. per unit if all private; common space substituted must be 1/3 greater. 50% of space in project must be private.	(Sec. 144) Limits on parking entrances and blank facades. (Sec. 145) Building stepping and multiple pedestrian entrances on wider lots.
RM-2 Mixed, Moderate Density	One dwelling unit per 600 sq. ft. of lot area.			Width: 25 ft. Area: 2,500 sq. ft.	1.8 times lot area.	Based upon average of adjacent buildings, up to 15 ft. or 15% of lot depth.	45% of lot depth, except for reductions based upon average of adjacent buildings.	80 sq. ft. per unit if all private; common space substituted must be 1/3 greater. 50% of space in project must be private.	(Sec. 144) Limits on parking entrances and blank facades. (Sec. 145) Building stepping and multiple pedestrian entrances on wider lots.
RM-3 Mixed, Medium Density	One dwelling unit per 400 sq. ft. of lot area.			Width: 25 ft. Area: 2,500 sq. ft.	3.6 times lot area.	Based upon average of adjacent buildings, up to 15 ft. or 15% of lot depth.	25% of lot depth, but no less than 15 ft.	60 sq. ft. per unit if all private; common space substituted must be 1/3 greater. 50% of space in project must be private.	
RM-4 Mixed, High Density	One dwelling unit per 200 sq. ft. of lot area.			Width: 25 ft. Area: 2,500 sq. ft.	4.8 times lot area.	Based upon average of adjacent buildings, up to 15 ft. or 15% of lot depth.	25% of lot depth, but no less than 15 ft.	36 sq. ft. per unit if all private; common space substituted must be 1/3 greater. 50% of space in project must be private.	
RC-1 Residential-Commercial Combined, Low Density	One dwelling unit per 800 sq. ft. of lot area.	Same uses as above, plus: Hotel up to 5 rooms; out-patient clinic; philanthropic facility; child care facility for 11 or more; elementary school; secondary school; religious institution; community facility; private recreational facility; open recreation area; greenhouse or plant nursery; access driveway to C or M district; C-1 commercial establishment in or below ground story.	Same uses as above, excluding those listed in previous column as principal uses, plus: Hotel of 6 or more rooms; C-1 commercial establishment above ground story.	Width: 25 ft. Area: 2,500 sq. ft.	1.8 times lot area.	No requirement.	25% of lot depth, but no less than 15 ft.	100 sq. ft. per unit if all private; common space substituted must be 1/3 greater. 50% of space in project must be private.	
RC-2 Residential-Commercial Combined, Moderate Density	One dwelling unit per 600 sq. ft. of lot area.	Same uses as above, plus: C-2 commercial establishment in or below ground story.	Same uses as above, plus: C-2 commercial establishment above ground story.	Width: 25 ft. Area: 2,500 sq. ft.	1.8 times lot area.	No requirement.	25% of lot depth, but no less than 15 ft. (at dwelling levels only).	80 sq. ft. per unit if all private; common space substituted must be 1/3 greater. 50% of space in project must be private.	(Sec. 209.8) Commercial establishments exclude those designed primarily for customers arriving at that establishment by private motor vehicle.
RC-3 Residential-Commercial Combined, Medium Density	One dwelling unit per 400 sq. ft. of lot area.			Width: 25 ft. Area: 2,500 sq. ft.	3.6 times lot area.	No requirement.	25% of lot depth, but no less than 15 ft. (at dwelling levels only).	60 sq. ft. per unit if all private; common space substituted must be 1/3 greater. 50% of space in project must be private.	
RC-4 Residential-Commercial Combined, High Density	One dwelling unit per 200 sq. ft. of lot area.			Width: 25 ft. Area: 2,500 sq. ft.	4.8 times lot area.	No requirement.	25% of lot depth, but no less than 15 ft. (at dwelling levels only).	36 sq. ft. per unit if all private; common space substituted must be 1/3 greater. 50% of space in project must be private.	

NOTE

This chart is only a summary of the proposed City Planning Code provisions. The Code sections referred to in the chart should be consulted for the complete requirements, and for detailed methods by which these requirements are applied to specific property situations.

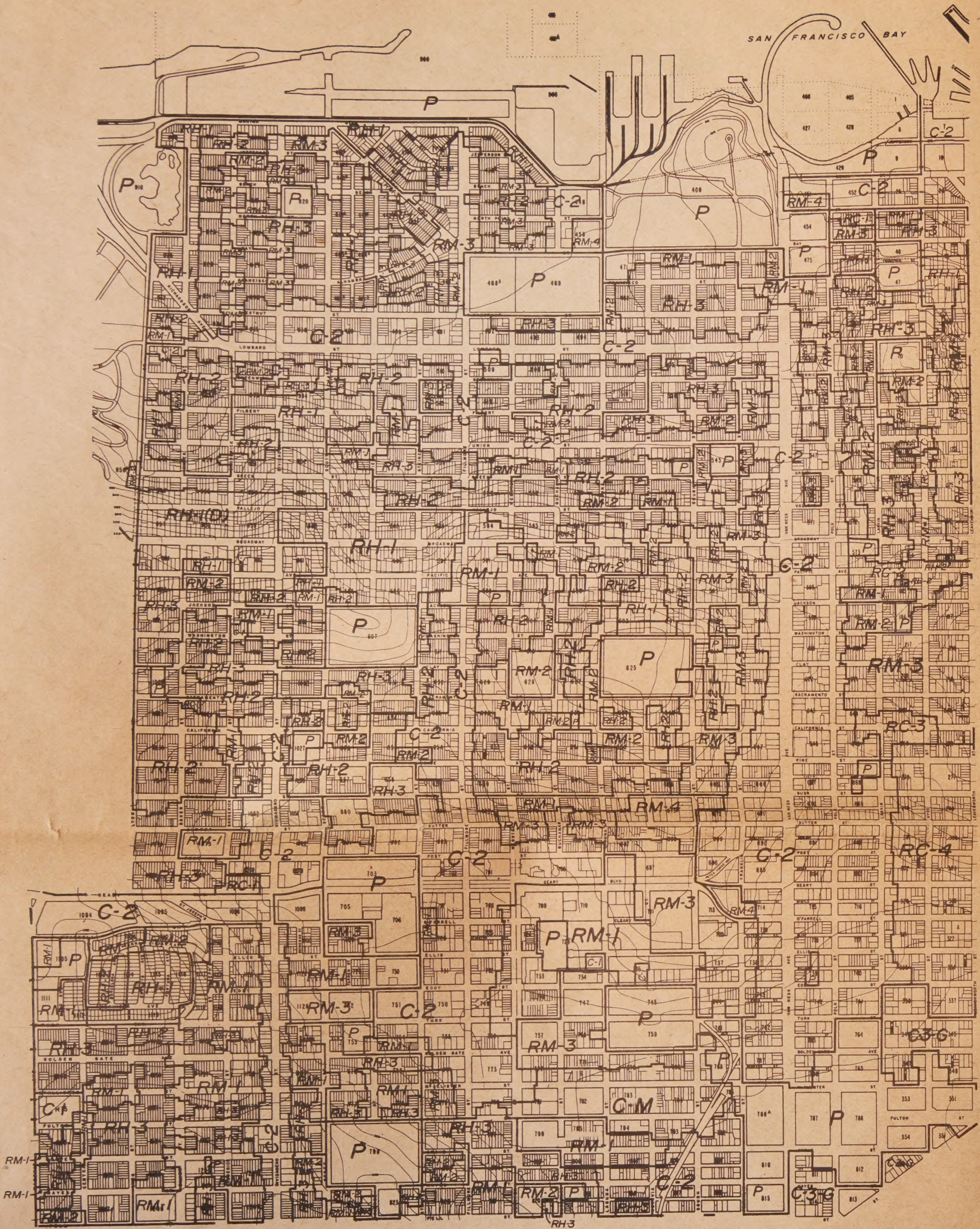
For answers to questions concerning this summary chart and the Code provisions, contact the Department of City Planning at 558-3055, or visit the Department at 100 Larkin Street.

The chart above covers only the proposed Residential zoning districts, the principal subject of the current Code revisions. Other use districts not covered by the chart are the Commercial and Industrial districts (Code Sections 210 through 227), Public Use districts (Sections 234 through 234.2) and special use districts (Sections 235 through 240.3, and Sheets 1SUa, 1SUb and 2SU of the Zoning Map).

Other Code provisions of general application to Residential districts that are not referred to in this chart are the following:

- Height and Bulk Districts (Sec. 122, Article 2.5 and Sheets 1H through 13H of the Zoning Map)
- Review of buildings exceeding a height of 40 feet in Residential districts (Sec. 253)
- Legislated set-back lines, which may be more restrictive than Sec. 132 (Sec. 131 and ordinances and resolutions for specific streets)
- Obstructions permitted over streets and alleys and in required set-backs, yards and usable open space (Sec. 136)
- Requirement that all dwelling units face on an open area (Sec. 140)
- Screening of rooftop features (Sec. 141)
- Screening of parking (Sec. 142)
- Street trees required for new development (Sec. 143)

- Off-street parking requirements (Article 1.5)
- Off-street loading requirements (Article 1.5)
- Accessory uses permitted for listed principal and conditional uses (Secs. 204 through 204.5)
- Temporary uses permitted by action of the Commission or Zoning Administrator (Secs. 205 through 205.2)
- Nonconforming uses (Secs. 180 through 187)
- Density limitations for group housing (Sec. 208)
- Sign regulations, including special sign districts (Article 6, especially Sec. 606 and Secs. 608 through 608.10, and Sheet SSD of the Zoning Map)



2 SHEET 2 OF THE ZONING MAP

Refer to page 4 for map legend.

PROPOSED NEW RESIDENTIAL DISTRICTS

PROPOSED DISTRICTS AND DENSITIES

HOUSE CHARACTER DISTRICTS	RH-1(D) One-family detached dwelling	
	RH-1 One-family dwelling	
	RH-1(S) One-family dwelling with minor second unit	
	RH-2 Two-family dwelling	
MIXED HOUSE & APARTMENT CHARACTER DISTRICTS	RH-3 Three-family dwelling	
	RM-1	One dwelling unit per 800 square feet of lot area
	RM-2	" " " " 600 " " " " "
	RM-3	" " " " 400 " " " " "
RESIDENTIAL-COMMERCIAL COMBINED DISTRICTS	RM-4	" " " " 200 " " " " "
	RC-1	One dwelling unit per 800 square feet of lot area
	RC-2	" " " " 600 " " " " "
	RC-3	" " " " 400 " " " " "
	RC-4	" " " " 200 " " " " "

These classes of zoning districts would replace all existing classes of residential districts (R-1-D, R-1, R-2, R-3, R-3.5, R-4, R-5, R-3-C, R-3.5-C, R-4-C and R-5-C).

EXISTING CLASSES OF ZONING DISTRICTS TO BE RETAINED

C-1	Neighborhood Shopping
C-2	Community Business
C-3-O	Downtown Office
C-3-R	Downtown Retail
C-3-G	Downtown General Commercial
C-3-S	Downtown Support
C-M	Heavy Commercial
M-1	Light Industrial
M-2	Heavy Industrial
P	Public Use

IF THERE ARE QUESTIONS CONCERNING DISTRICTS ON THIS MAP, PLEASE TELEPHONE THE RESIDENTIAL ZONING STUDY STAFF AT 558-3055, OR VISIT THE DEPARTMENT OF CITY PLANNING AT 100 LARKIN STREET.

SAN FRANCISCO BAY



KEY TO ZONING MAP SHEET NUMBERS

SHEET 1 OF THE ZONING MAP 1

Refer to page 4 for map legend.

THE PROPOSED CONTROLS (cont. from page 2)

facades typical of San Francisco neighborhoods. These districts provide unit sizes and types suitable for a variety of households, and contain supporting non-residential uses. The RM districts are composed of four separate classes of districts, as follows:

RM-1 Districts: Low Density.

These districts contain a mixture of the dwelling types found in RH districts, but in addition have a significant number of apartment buildings that broaden the range of unit sizes and the variety of structures. A pattern of 25-foot to 35-foot building widths is retained, however, and structures rarely exceed 40 feet in height. The over-all density of units remains low, buildings are moderately scaled and segmented, and units or groups of units have separate entrances. Outdoor space tends to be available at ground and upper levels regardless of the age and form of structures. Shopping facilities and transit lines may be found within a short distance of these districts. Non-

residential uses are often present to provide for the needs of residents.

RM-2 Districts: Moderate Density.

These districts are generally similar to RM-1 districts, but the over-all density of units is greater and the mixture of building types and unit sizes is more pronounced. Building widths and scales remain moderate, and considerable outdoor space is still available. The unit density permitted requires careful design of new structures in order to provide adequate amenities for the residents. Where non-residential uses are present, they tend to offer services for wider areas than in RM-1 districts.

RM-3 Districts: Medium Density.

These districts have some smaller structures, but are predominantly devoted to apartment buildings of six, eight, ten or more units. Most of these districts are close to downtown and have been developed in this manner for some time. The units vary in size, but tend to be smaller than in

RM-1 and RM-2 districts. Many buildings exceed 40 feet in height, and in some cases additional buildings over that height may be accommodated without disruption of the district character. Although lots and buildings wider than 25 or 35 feet are common, the scale often remains moderate through sensitive facade design and segmentation. Open spaces are smaller, but decks and balconies are used to advantage for many units. Supporting non-residential uses are often found in these areas.

RM-4 Districts: High Density.

These districts are devoted almost exclusively to apartment buildings of high density, usually with smaller units, close to downtown. Buildings over 40 feet in height are very common, and other tall buildings may be accommodated in some instances. Despite the intensity of development, distinct building styles and moderation of facades are still to be sought in new development, as are open areas for the residents. Group housing is especially common in these districts, as well as supporting non-residential uses.

(continued on next page)

6 The City Planning Code

The City Planning Code is a portion of the San Francisco Municipal Code and consists of two parts: the written ordinances containing zoning and other regulations affecting property in San Francisco, and the series of map sheets known as the Zoning Map.

Zoning is a legal device that regulates the use of land. Its methods have evolved gradually over time, and zoning remains the most important system for balancing the forces of preservation and the forces of change, especially in a built-up area such as San Francisco.

Zoning divides the city into districts and provides regulations appropriate to each district. Which uses are allowed in a district, and in what amounts, are matters within the province of zoning, as are building size, required open spaces and off-street parking.

Zoning ordinances did not always exist to shape the pattern of land use. Largely before the movement in the 1920's toward zoning as a method of land use control, San Francisco, like many other American cities, had laid out the basic pattern of its streets and had taken on an urban form. It was a form reflecting a complex topography, and made up mainly of small, diverse yet homogeneous, residential neighborhoods.

The 1921 Code

In order to supplant the piecemeal assemblage of nuisance ordinances then in effect to control land use, the first City Planning Code for San Francisco was enacted in 1921, after much of the city was already developed. Typical of its time, this was a very simple ordinance and it concentrated upon attempting to separate residential use from the other two main categories of uses: commercial and industrial.

But in that 1921 ordinance, hardly any consideration was given to individual residential areas. There were only two types of residential districts: First Residential for areas with single-family homes; and Second Residential, which allowed every kind of residential building without any real

limitations. Elsewhere, the ordinance applied commercial zoning to a great quantity of land, including much that was already in residential use.

In addition, the 1921 ordinance had no specific requirements for such things as building height and bulk, rear yard size or off-street parking. There were provisions for front set-backs, but they were enacted separately for each street and applied only in single-family neighborhoods.

Starting in the 1920's, when high-rise structures began to appear in residential areas, scattered height limits were established under the Building Code, not the City Planning Code; these height limits appeared only in certain northern fringes of the city. Today it is considered appropriate that the Building Code regulate specific matters of structural and fire safety, while the City Planning Code controls the general form of buildings, taking neighborhood values into account and guiding future development.

In 1946, a major amendment establishing minimum lot sizes and maximum lot coverage was added to the City Planning Code. The City Planning Commission at that time recognized the need for a modern update of the entire Code, however, and was setting a revision study in motion. Later, in 1955, community concern over construction of new apartment houses without off-street parking led to a second major amendment to the 1921 ordinance, requiring that one off-street parking space be provided for each dwelling unit constructed.

Some of the greatest shortcomings of zoning still to be addressed were the following:

1. No distinct administrative staff for zoning, with heavy reliance on members of the Department of Public Works. The City Planning Commission had existed since 1917, but no planning staff was hired for another 24 years; in succeeding years, the staff remained quite small.
2. No basis at all in a comprehensive plan. The requirements for a comprehensive plan, or "Master Plan", were placed in the Charter in 1932. The first Master Plan was adopted by the City Planning Commission in 1945, but the zoning was yet to be revised to conform with this Plan.

3. Over-zoning for intensive uses, regardless of the existing pattern of development. For example, quiet residential streets in some single-family areas had commercial zoning.
4. Conditional rezonings with reversions: under an unusual procedure then in effect, the City would up-zone property in order to permit a specific development to take place, then allow reversion to the old zoning in order to prohibit others from developing similarly. Consequently, the Zoning Map did not reflect actual land use.

The 1960 Code

San Francisco has a great many important qualities to protect, especially in its residential areas. It is no wonder, then, that there was a strong movement to replace the 1921 ordinance. However, a comprehensive revision was slow in coming; in all, it took nearly 20 years of effort.

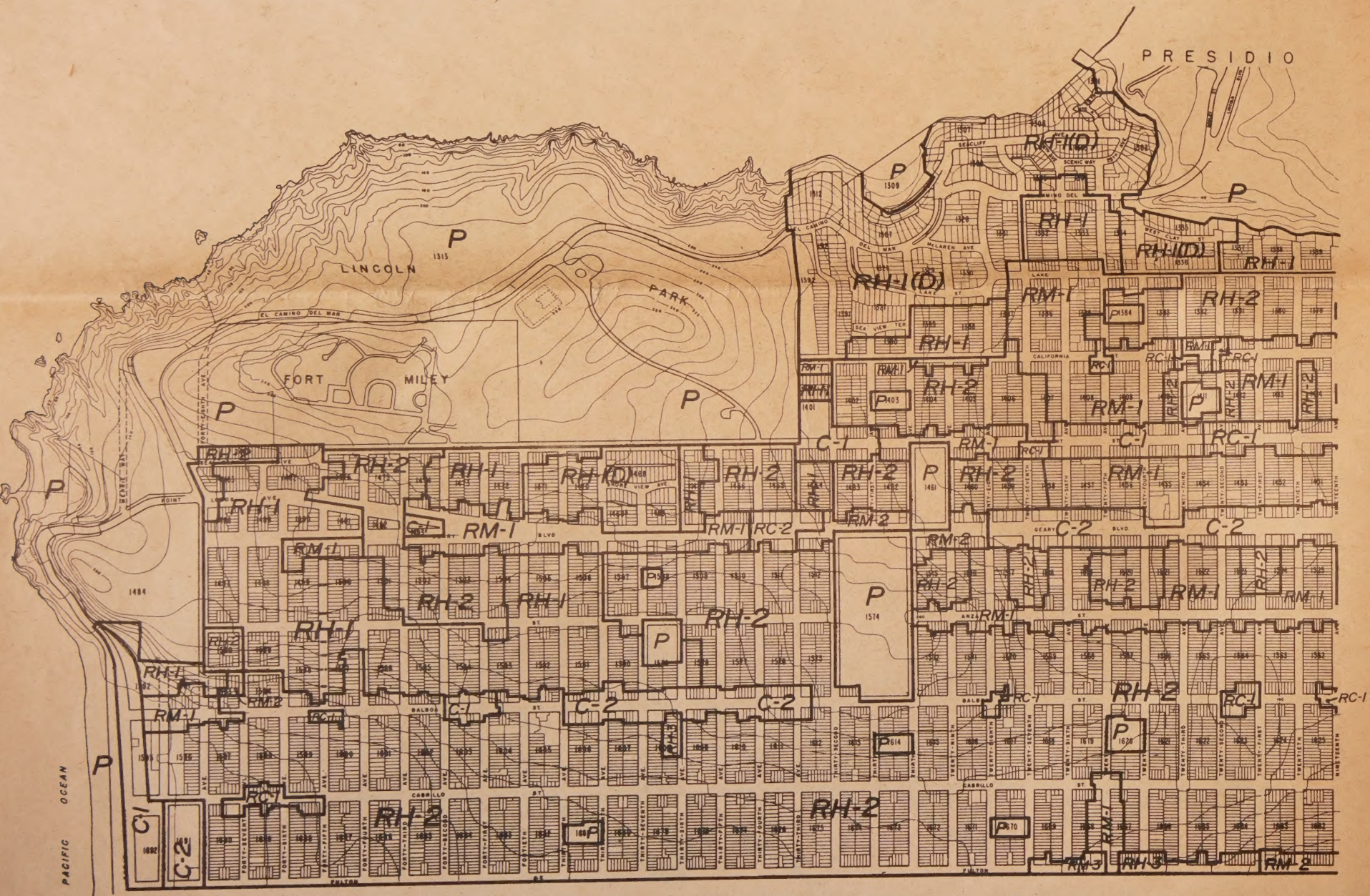
The first step had been creation of a planning staff in the early 1940's. A Master Plan was then developed and adopted. The background work for the Master Plan included land use studies and, even though the Plan was sketchy, it was enough to form the basis for zoning revisions.

The first drafts of the new zoning ordinance were publicly presented in 1948.

After more than 12 years of public hearings spanning the terms of several City administrations, and many changes and compromises, a comprehensive revision of the City Planning Code became effective May 2, 1960. New Charter provisions established the office of Zoning Administrator to oversee enforcement of the regulations.

The 1960 ordinance did much better than its predecessor in distinguishing one residential district from another. Six types of districts were established: R-1-D, R-1, R-2, R-3, R-4 and R-5.

In many areas, of course, these districts were mapped where the existing pattern of residential development was not uniform. The districts allowed a mixed pattern to continue, at least theoretically; for instance, low-density housing could be built in an R-5, highest-density district.



4 SHEET 4 OF THE ZONING MAP Refer to page 4 for map legend.

THE PROPOSED CONTROLS (cont. from page 5) RC (Residential-Commercial Combined) Districts.

These districts are intended to recognize, protect, conserve and enhance areas characterized by structures combining residential uses with neighborhood-serving commercial uses. The predominant residential uses are preserved, while provision is made for supporting uses, usually in or below the ground story, which meet the frequent needs of nearby residents without generating excessive vehicular traffic. The RC districts are composed of four separate classes of districts, as follows:

RC-1 Districts: Low Density.

These districts provide for a mixture of low-density dwellings similar to those in RM-1 districts with certain commercial uses of a very limited nature. The commercial uses are those permitted in C-1 districts, located in or below the ground story only and designed primarily for walk-in trade to meet the frequent and recurring needs of nearby residents. Open spaces are required for dwellings in the same manner as in RM-1 districts, except that rear yards

are somewhat smaller and front set-back areas are not required.

RC-2 Districts: Moderate Density.

These districts provide for a mixture of moderate-density dwellings similar to those in RM-2 districts with supporting commercial uses. The commercial uses are those permitted in C-2 districts, located in or below the ground story in most instances, and excluding automobile-oriented establishments. Open spaces are required for dwellings in the same manner as in RM-2 districts, except that rear yards are somewhat smaller and need not be at ground level, and front set-back areas are not required.

RC-3 Districts: Medium Density.

These districts provide for a mixture of medium-density dwellings similar to those in RM-3 districts with supporting commercial uses. The commercial uses are those permitted in C-3 districts, located in or below the ground story in most instances, and excluding automobile-oriented establishments. Open spaces are required for dwellings in the same

manner as in RM-3 districts, except that rear yards need not be at ground level and front set-back areas are not required.

RC-4 Districts: High Density.

These districts provide for a mixture of high-density dwellings similar to those in RM-4 districts with supporting commercial uses. The commercial uses are those permitted in C-4 districts, located in or below the ground story in most instances, and excluding automobile-oriented establishments. Open spaces are required for dwellings in the same manner as in RM-4 districts, except that rear yards need not be at ground level and front set-back areas are not required. The high-density and mixed-use nature of these districts is recognized by certain reductions in off-street parking requirements.

USES PERMITTED

Other activities besides houses and apartments are permitted in Residential districts. In many respects the locations for these other activities or uses would not be changed by the new regulations. Most uses would, however,

However, new development tended to move toward the greatest density that the zoning allowed, which often exceeded the existing density of the area by a considerable margin.

Mixture of uses also continued to occur in commercial zoning districts, although the commercial zoning was cut back considerably in the areas it covered. New housing was permitted in commercial areas; it was not permitted, however, in industrial districts.

In each district, other regulations were established concerning permitted uses, building types, lot coverage, yards, building height, lot size, parking and the ratio of floor area to lot area. The Code provided for transitional uses at certain district boundaries, temporary uses, and conditional uses that could be permitted in specific cases after a hearing by the City Planning Commission. Planned unit developments could be authorized for larger sites through the conditional use process. The 1960 ordinance also provided for termination after a stated period of years of certain nonconforming uses — those uses that pre-dated the zoning regulations and were prohibited in the residential districts in which they were located.

Major Amendments

Because the 1960 controls were mostly new and untested, some of them were shown by actual experience to be not as strict as they should have been. In many respects the 1960 ordinance has been found to be less than adequate. But there is a natural evolution in zoning, and much of the Code has now been revised: regulations for the downtown commercial areas have been replaced; sign regulations have been added; provisions for historic preservation have been enacted; Public Use Districts have been created for public property; institutional master plans are now required to guide the growth of major medical and educational facilities; and a number of other refinements have been adopted. The residential standards have not changed greatly, however, except for amendments to the R-3 districts in 1964.

The most important amendment affecting residential areas has been the addition, in 1972, of comprehensive height and bulk districts, which supplement the residential

district controls. This amendment put height limits on every piece of property in San Francisco, with the vast majority of residential areas limited to 40 feet. The height and bulk controls were an outgrowth of the Urban Design Plan.

A further amendment resulting from the Urban Design Plan established limits for building projections over streets. This was enacted in 1973, and the results may now be seen in improved forms for bay windows, with more glass and a varied facade, rather than the continuous and stark overhangs that the former standards allowed.

Since 1960, these and other proposals for change have added up to no fewer than 79 amendments considered for the text of the Code, each addressing a special concern at a special time and forestalling but implying a need for more comprehensive revision of the text, especially the residential provisions. In addition, a thoroughgoing revision of the Zoning Map has not been attempted since 1960, and small-scale reclassifications of property have gone forward according to the Code procedure for such requests; these, however, have merely delayed the necessary citywide remapping.

With respect to residential areas, the 1960 Code in its present form has a number of basic inadequacies, including the following:

1. Considerable discrepancies exist between the residential density permitted in one district and that allowed in the next less dense district.
2. Field surveys carried out during the Residential Zoning Study have confirmed the presence citywide of large variations between the actual level of density in residential neighborhoods and the zoning assigned to them. A row of two-family dwellings zoned R-3, for example, has invited demolition and construction of four units per lot.
3. None of the districts lists the purposes or describes the character of the district.
4. There are inadequate standards for assuring livability of units, especially at the higher densities.

5. The Code requirements are not sufficient in every case to bring about compatibility between the old fabric of the neighborhood and the new structures built under current methods.

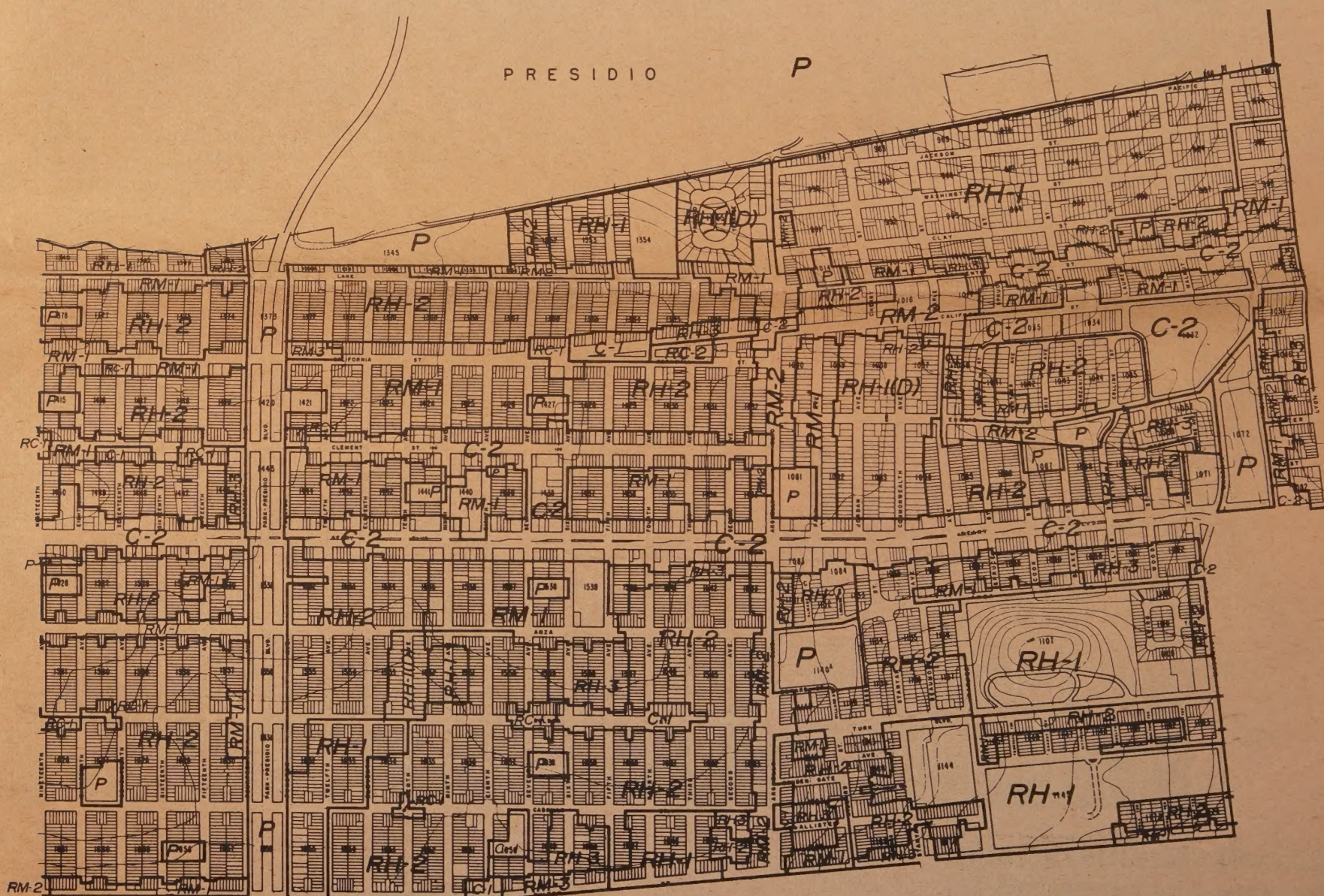
The Current Revisions

In recognition of these and other inadequacies, the minutes of the meeting of August 2, 1973, record the determination of the City Planning Commission to put aside the piecemeal approach to residential zoning which had characterized the period since 1960. The Commissioners concurred with the Director of Planning that the Department should embark on no less than a comprehensive remapping of all the residential areas in the city and a thorough rethinking of all the sections of the Code which address residential matters.

Zoning does not deal with a static city or with issues and persons inflexible to change. Therefore, it is expected that zoning will continue its evolution, with additions and refinements being made as time goes on. The 1921 Code was amplified into the revised Code of 1960; the 1960 Code can now give way before the scrutiny of the citizens and City Planning Commission of today.

This is a sound process. Assumptions made in planning for the 1950's will not be appropriate in the changed world of the 1970's and 1980's. The changes have been especially emphasized in recent years, when most of the City's Master Plan has been revised, height and bulk limits have been adopted which are inconsistent with some zoning districts, and neighborhood residents have requested rezoning of large parts of the city.

There are many more zoning techniques available now than there were in 1921 or even in 1960. Zoning laws should be re-examined and revised periodically if they are to be kept current. Furthermore, there have been changes in San Francisco's population patterns and, perhaps most important, changes in public attitudes about urban living, and about the city and its future, stimulated by an atmosphere of new awareness.



SHEET 3 OF THE ZONING MAP 3

Refer to page 4 for map legend.

be more carefully defined, and in some instances the regulations would change. For example, professional offices, formerly a conditional use in the higher-density apartment districts, would now be permitted only in Residential-Commercial districts. Schools, formerly permitted in the neighborhoods without any special review, would now require conditional use approval.

Such changes are proposed either because sufficient space exists in other areas of the city for such uses, or because the proposed use, though potentially necessary in the neighborhood — a school, for instance — can have significant negative effects upon the surrounding properties if not carefully controlled.

On the other hand, certain uses would be less strictly controlled than under the existing Code. For example:

- New dwellings would be permitted in industrial districts as a conditional use; they are presently prohibited.
- Dwellings would be permitted as accessory uses in artists' work spaces in industrial districts. Such dwellings have been established in older warehouses in some cases.

- Dwellings for senior citizens would be permitted at twice the density normally allowed. This would give incentives for the construction of such needed housing while recognizing the lower activity generation of older persons.

- Child care facilities for ten or fewer children would be permitted without special review.

- Any residential care facility for six or fewer persons in need of 24-hour care by licensed personnel would be permitted without special review.

DIMENSIONS, AREAS AND OPEN SPACES

The proposed regulations governing lot sizes, building dimensions, yard sizes, usable open space and related matters are based upon two leading policies:

- A. Established patterns should be recognized in the design of new buildings and the alteration of existing buildings; and

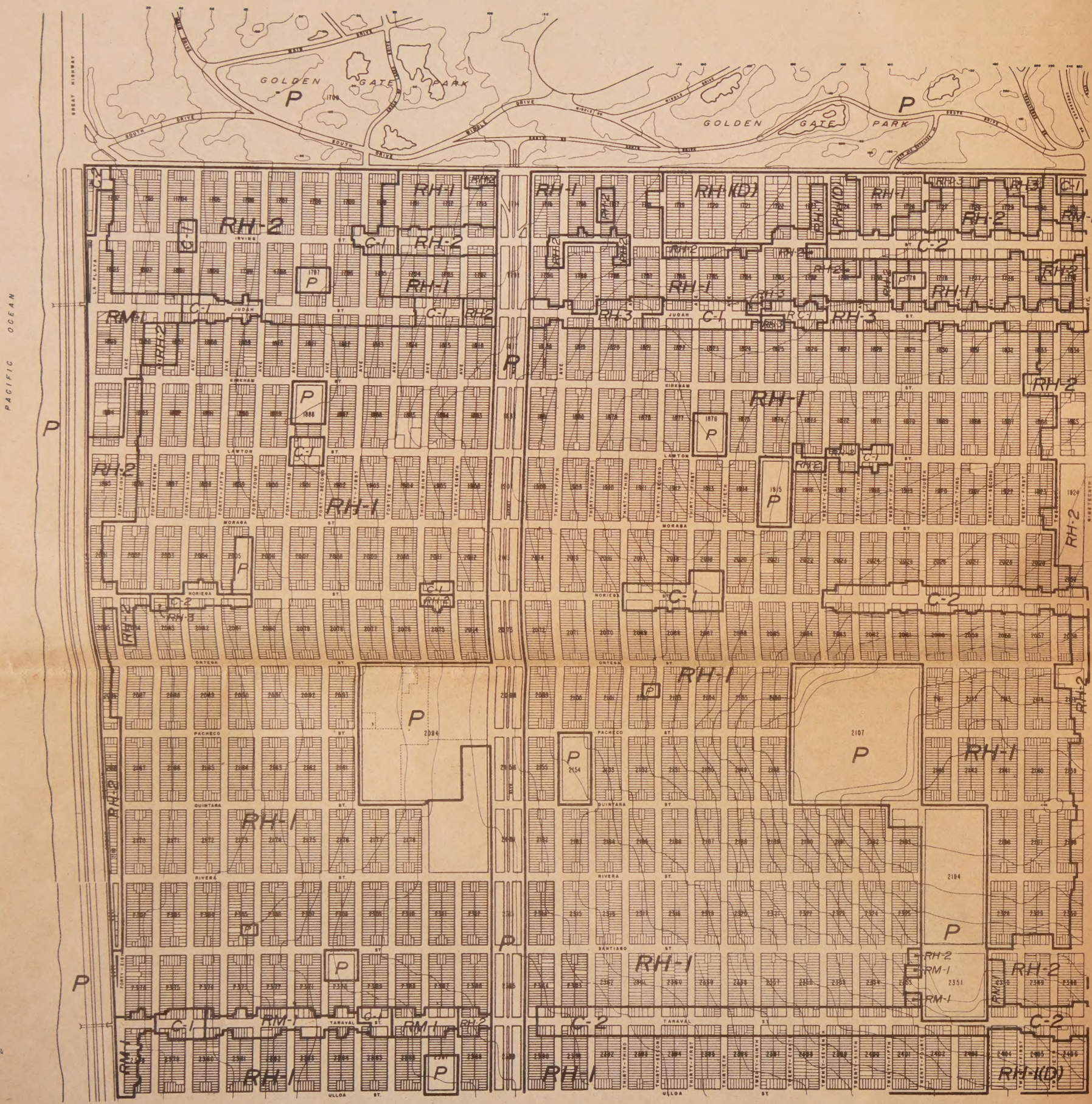
- B. Sufficient amenities and protection should be provided for both the building to be constructed and the other buildings nearby.

Based upon these policies, simple, direct controls have been established. In very brief terms, the rules are as follows:

1. The minimum lot width is 25 feet (except in RH-1(D) districts where it is 33 feet), and the minimum area is 2,500 square feet (4,000 square feet in RH-1(D)). Existing lot size requirements are simplified by these provisions, although it is recognized that greater restrictions may be established for new subdivisions under the City's Subdivision Code.

2. All newly constructed or altered structures in RH and RM districts must have a front set-back equal to the average of the set-backs of the two adjacent buildings, up to a maximum of 15 feet. If there is a previously legislated set-back line, as is true in much of the western part of the city, the more restrictive control will prevail. The set-back requirements are similar to those already in effect as interim controls, providing for continuation and protection of established set-back patterns.

(continued on next page)



5 SHEET 5 OF THE ZONING MAP

Refer to page 4 for map legend.

THE PROPOSED CONTROLS (cont. from page 7)

3. Side yards would continue to be required only in RH-1(D), the single-family detached districts, with the size of the side yards varying according to the width of the lot.

4. The rear yard requirement would be 25 per cent of the lot depth in certain districts, and in other districts it would vary between 45 per cent and 25 per cent of the lot depth depending upon the average of the rear building walls of the adjacent structures. The view was consistently stated throughout the Residential Zoning Study that the interior block open space, interrupted only by back-yard fences, is one of San Francisco's most valuable urban features; this rule would protect that precious asset while allowing for a larger building if adjacent lots already had such larger buildings. The rear yard requirements are a relinement of systems previously in effect.

5. A specific amount of usable open space would have to be provided for each new dwelling unit in a structure. Some of the open space would have to be private, that is, available to a single apartment or flat; some of it could be common, that is, available to all dwelling units. During the Zoning Study, there was agreement that every house or apartment dweller should have a certain amount of living area with outdoor exposure. Because the topography of much of the city precludes the use of back yards, and because the densities in some areas make ground level space inadequate,

the open space may be provided at other locations: on balconies, decks and roof decks, and in interior courtyards. The usable open space requirements are a refinement of standards previously applicable only to certain Residential districts.

6. A requirement is added, for new buildings and additions to existing buildings, providing for installation of street trees in either a set-back area or the public right-of-way. During the present drought, the City will advise developers as to which trees need the least water.

7. Requirements are added, for RH-2, RM-1 and RM-2 districts, to assure that the ground story of dwellings as viewed from the street is compatible with the scale and character of the existing street frontage, visually interesting and attractive in relation to the pattern of the neighborhood, and so designed that adequate areas are provided for front landscaping, street trees and on-street parking between driveways. Blank, unbroken front building facades and constant curb cuts are two of the least-liked aspects of recently constructed residential buildings; the new requirements would restore some of the facade variety that characterizes residential streets.

8. Requirements are added, for RM-1 and RM-2 districts, to moderate the scale of new buildings on wider lots, requiring a visual division into narrower segments along the street facade by means of building stepping, with each division having at least one building entrance.

9. In many cases, the various regulations would allow exceptions to the basic rules to fit an existing pattern. For example, the rear yard requirements contain an exception allowing a garage at the rear of a through lot (a lot running through from one street or alley to another) if the adjoining lots both have a garage at that location. Refinements such as these add a needed degree of flexibility to the controls.

10. Two significant changes in height regulations are proposed:

- (a) New structures exceeding 40 feet in height in any Residential district, where otherwise permitted by the height limits on the Zoning Map, would be allowed only upon approval by the City Planning Commission according to conditional use procedures.
- (b) The front portion of the property in single-family and two-family districts would be limited to 30 feet of building height in order to protect established street-scapes; if existing adjacent buildings were already higher than 30 feet, one could construct to the average height of those structures, up to the maximum height limit otherwise applicable.

It is felt by the Department that such proposed changes would better address the concerns regarding high buildings in Residential districts than would a simple lowering of height limits. Therefore, no proposal is made at this time to



SHEET 6 OF THE ZONING MAP
Refer to page 4 for map legend. **6**

change the 1972 height and bulk districts at any location in the city.

OFF-STREET PARKING

Although the basic rule of one off-street parking space for each new dwelling unit would be retained, other changes are recommended either to recognize changing car ownership patterns or to emphasize more strongly the use of transit services. The key changes are:

1. In multi-unit buildings, the fourth required space and one of each two succeeding spaces may be for compact cars. This liberalized allowance would acknowledge the fact that more than 50 per cent of the cars owned in San Francisco are now compact or smaller cars.
2. Non-accessory parking, that is, generally more than 150 per cent of the amount required by the Code, would need conditional use authorization, subject to stated criteria. Such review of proposed parking is one means of encouraging increased transit use.
3. Parking requirements for senior citizens' housing would be lowered to 20 per cent of the requirement for other dwelling units. This would recognize that older persons own far fewer automobiles than younger residents.

4. Parking spaces would be required, in larger facilities, for bicycles and for the automobiles of handicapped persons.

NONCONFORMING USES

Regulations regarding nonconforming uses would be continued in effect, with one very significant change: neighborhood-serving commercial uses in Residential districts, such as corner grocery stores, would now be exempted from the normal termination provisions for nonconforming uses, recognizing the positive aspects of these uses in the neighborhoods. Conditions are prescribed for continuation of these uses, and establishments not complying with such conditions would remain subject to termination. The other provisions pertaining to nonconforming uses are reorganized and spelled out in greater detail.

MAPPING OF DISTRICTS

Thirteen maps in this publication, which collectively cover the entire city, show the proposed detailed lot-by-lot reclassification of residential areas. All residentially zoned property has been proposed to be reclassified, with the former Residential districts replaced in their entirety by the new district designations. The maps also show the existing Commercial (C) and Industrial (M) districts that are not proposed to be reclassified.

Among the more significant criteria used in mapping of the proposed zoning districts are the following:

1. The prevailing existing building form and character have been reflected, except in the case of existing high-rise buildings in areas with lower height limits.
2. The prevailing existing density has been reflected in most cases.
3. The more significant groupings of small, neighborhood-serving nonconforming uses have been placed in a Residential-Commercial Combined district.
4. In some instances, areas on dead-end or narrow streets have been placed in a district with a density level less than the prevailing density.
5. Houses in Victorian period neighborhoods have been placed in RH districts, even though some of the individual houses may have densities greater than those permitted by the RH districts.
6. Areas with a mixture of single-family and two-family homes which were previously zoned two-family have remained under two-family zoning, even if the majority of the houses are single-family.

(continued on next page)



7 SHEET 7 OF THE ZONING MAP

Refer to page 4 for map legend.

THE PROPOSED CONTROLS (cont. from page 9)

7. Where areas have been rezoned by action of the Board of Supervisors within the past five years, no proposal has been made to raise the zoning density, even if the prevailing existing development pattern is higher than permitted by the zoning.

8. The Public Use (P) district has been extended to include all property of significant size owned (or leased) and operated by agencies of either the Federal, State or local government. Properties owned but not operated by a public agency have not been placed in a P district.

9. There are minor changes in the boundaries of some neighborhood commercial strips zoned either C-1 or C-2. These changes are mainly on side streets immediately perpendicular to the commercial strips; such streets, though developed residentially, have previously been zoned Commercial, giving an incentive to demolish the homes in order to build either commercial buildings or larger, out-of-scale apartment buildings.

10. In two instances, districts appearing in the text of the regulations have not been placed on the Zoning Map. One of these is the RC-3 district, for which there currently appears to be no area of suitable uses and density, but which might be mapped at a future time as conditions change. The other district is RH-1(S), the district permitting a smaller second unit, usually referred to as a "mother-in-law unit", in what would otherwise be a single-family dwelling. The RH-1(S) district will not be mapped unless requested and supported by a specific neighborhood.





SHEET 8 OF THE ZONING MAP **8**
Refer to page 4 for map legend.

The Zoning Study

Reasons for the Study

To understand the reasons for the Residential Zoning Study, it is necessary to return to the late 1960's and early 1970's, and to recall the citywide controversy that arose over apartment developments.

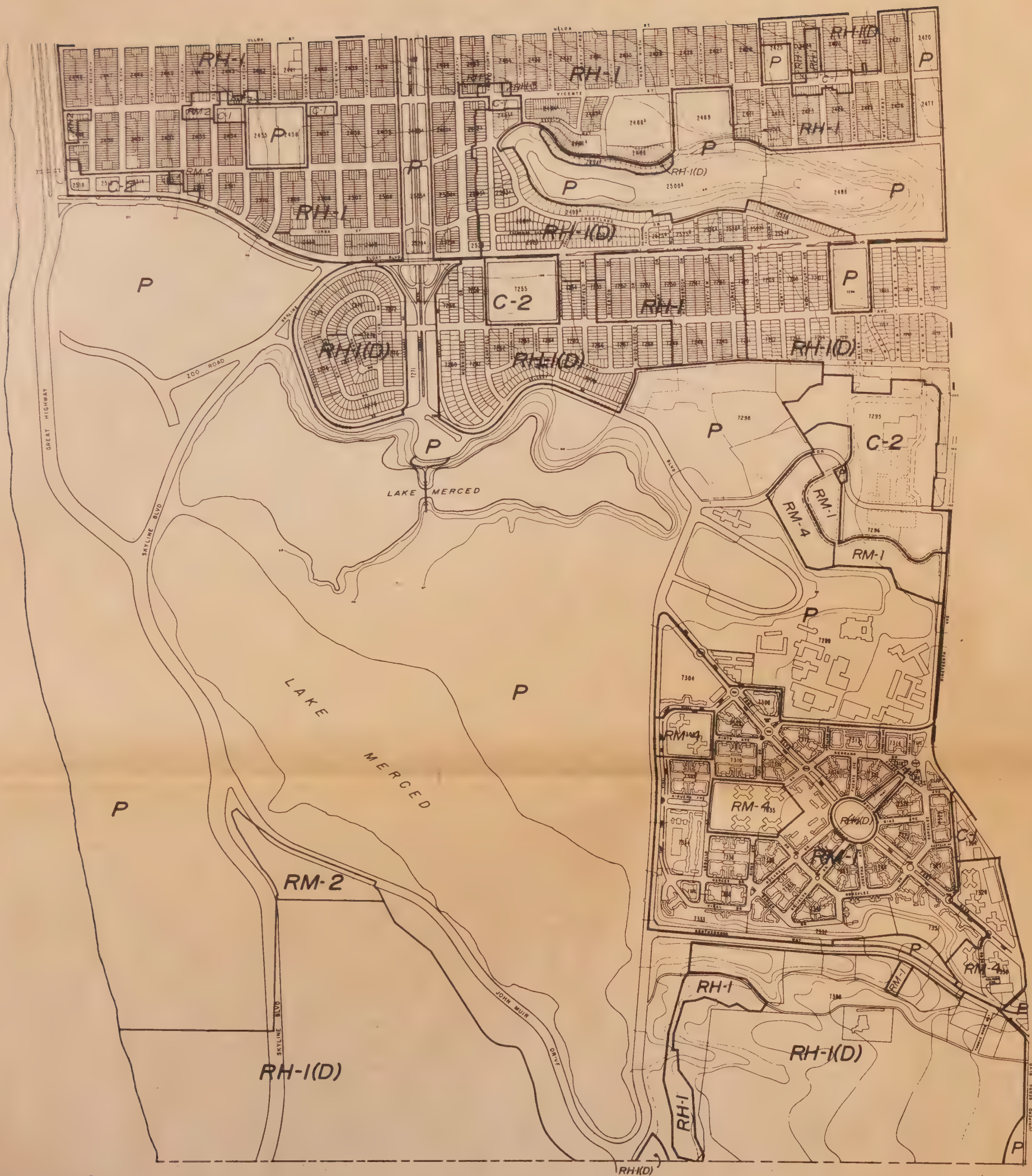
During that time, San Francisco finally began to run out of vacant residential property suitable for development. Some empty lots remained, but many of those were too steep for development to be practical.

The demand for housing, however, did not diminish as the supply of land ran out. The Department of City Planning's 1973 Vacancy Survey found the citywide residential vacancy rate to be 2.6 per cent, one of the lowest in the nation; although the population of the city was declining, the number of households was still increasing. Because of the many features that make San Francisco unique and popular — the hills, the climate, the charm of the neigh-

borhoods, among others — there was a consistent call for more dwelling units of all sizes, and especially for apartments.

However, the size and shape of the new apartment buildings sparked neighborhood protests which became a frequent focus of discussion and concern before the City Planning Commission and Board of Supervisors. The existing zoning controls, developed in the 1940's, put in effect in 1960 and amended thereafter, were the main point of discussion; it had become evident that the written regulations and the district mapping were outdated, and that in some cases there were inappropriate incentives to demolish sound, low-density family housing for replacement by larger, out-of-scale apartment structures.

The adverse effects of these apartments led neighborhood residents' groups to petition the City Planning Commission and Board of Supervisors for "down-zoning", that is, mapping changes that would reduce the number of dwelling units allowed on each lot. In quick succession, groups from the Haight-Ashbury, Richmond, Sunset, Pacific Heights, (continued on next page)



13 SHEET 13 OF THE ZONING MAP

Refer to page 4 for map legend.

THE ZONING STUDY (cont. from page 11)

Telegraph Hill, Russian Hill and Nob Hill requested— and for the most part received — such down-zonings.

In the complicated process of these down-zonings, the neighborhood residents, Department staff, Commissioners and Board members all realized two things: first, reducing densities alone did not solve the problem, since the standards governing the sizes and shapes of buildings did not change and out-of-scale development continued; and second, the districts one could choose from — R-1-D through R-5 — presented too limited a choice in terms of the varied character of San Francisco's neighborhoods. These facts, and others discussed elsewhere in this publication, made it clear that the proper solution would be comprehensive revision of all the residential zoning controls.

Pressure to change the city's zoning policies came from many quarters. The broadly based Fair Housing Planning Committee, created by the Board of Supervisors in 1973 to come up with "a comprehensive plan for the racial, ethnic and economic integration of residential neighborhoods", strongly criticized what it perceived to be policies fostering development of large, dense, multi-unit housing complexes. Replacement of smaller, resident-owned dwellings with such structures tended to strengthen, and in some cases make worse, residential segregation in San Francisco, the Committee said. It was recognized, however, that this

problem affected all city residents, not just the poor and minorities.

For other reasons, too, the time was right for a comprehensive zoning revision. It may be said that the Residential Zoning Study was an integral part of a shift in attitudes among the city's residents, and of broader planning efforts. Most of the City's current Master Plan, including the Urban Design Plan, was written or revised between 1971 and 1973, with addition of statements pointing to a need for a new look at residential zoning. This city, like many others, was shifting away from urban renewal policies to housing rehabilitation and neighborhood conservation, and implementing the new policies through the FACE and RAP programs. The continued loss of families with children led to an ordinance prohibiting discrimination against such households in property rentals. In addition, a variety of other legislation at the state and local levels addressed environmental and housing matters.

Interim Controls

The Zoning Study began in this atmosphere. Even as the work was being programmed by the Department, the Commission expressed concern that the city would lack sufficient zoning protection during the period of the Study. Experience throughout the country had shown that without adequate controls there was apt to be a rush of permit

applications for inappropriate development before new zoning controls could take effect.

On the basis of this concern, the Department developed, and on January 28, 1974, the Board of Supervisors passed, a set of interim controls intended "to provide additional zoning safeguards during the comprehensive study and review process that will develop permanent districts and standards for revision of residential zoning in San Francisco". This ordinance had strong support throughout the city.

The interim controls moderated new development during the period of the Study by greatly increasing required rear yard sizes, establishing front set-backs in most areas, and encouraging conversion of dwellings rather than demolition. These controls did not change the Zoning Map, however.

Phases of Work

With interim protection established, the Zoning Study staff actually began its work in July of 1974. The first two years were divided into four six-month phases. In the first phase, about 200 neighborhood groups and 20 citywide organizations with a variety of interests were invited, in August 1974, to participate in defining the precise issues to be addressed by the Study, and many of these met with the Department staff. An extensive questionnaire was



SHEET 12 OF THE ZONING MAP 12

Refer to page 4 for map legend.

distributed to over 2,000 members of neighborhood organizations and other individuals, requesting views regarding aspects of the quality of life in the neighborhoods, and brought a respectable 20 per cent response. Area planners assigned to the city's 15 Community Planning Areas attended neighborhood meetings and synthesized the concerns expressed in a series of papers on neighborhood issues. A slide presentation prepared by the Study staff was shown to numerous groups to elicit still further ideas.

This period of intensive communication crystallized in better form many of the facts already apparent about the residential preferences of San Franciscans, who have long been known for their vigorous citizen participation in politics and planning. Among the major conclusions were the following:

- Whatever the nature of their own particular neighborhoods, San Franciscans generally like them and want to preserve them in their present form.
- The most consistent concern, in this connection, is with conservation of the character and scale of the neighborhoods, particularly in terms of building form and density.
- Where down-zoning to a level compatible with existing neighborhood characteristics has not been effected in recent years, such down-zoning will be supported.

- A wide choice of housing, in unit type, size, location and price, is important to San Franciscans, but such housing, whether rehabilitated or new, should always complement the existing quality and particular attributes of the neighborhoods.
- Neighborhood residents are willing to accept some new construction, but only if it respects the character, scale, pattern and intensity of older development.
- Instead of eliminating all commercial and industrial nonconforming uses in residential areas by 1980, San Franciscans want to perpetuate the small, pedestrian-oriented personal service establishments and retail stores that add to the convenience and life of their neighborhoods.

The Study staff, in a memorandum on March 6, 1975, responded to these and the many other public concerns through a series of planning objectives with accompanying policies. These objectives and policies, together with their stated assumptions, formed the basis for the subsequent phases of work.

The second six-month phase was devoted to collection of extensive background data, including information on maps, necessary for development of the standards, the zoning districts and the mapping proposals. This information included zoning history, building height and bulk

characteristics and requirements, transportation and transit facilities, potential hazards to residential use, adopted City policies and programs for residential development, residential construction activity, historically and architecturally significant buildings, non-residential uses and population characteristics.

In addition, a large number of existing and proposed land use control ordinances for cities and counties throughout the United States and Canada were analyzed for possible application to the San Francisco situation. Other literature was reviewed, and legal and construction experts were called upon for advice.

From this analysis, the Department, in August 1975, published a paper outlining four potential conceptual zoning frameworks:

1. A non-zoning approach, such as is used in Houston, Texas.
2. A single set of zoning districts with each having uniform standards throughout the city. This is the most common form of zoning in this country, and is the framework of the existing City Planning Code in San Francisco.
3. A zoning schedules approach, allowing selection, from numerous adopted schedules or lists, of a series of

(continued on next page)



11 SHEET 11 OF THE ZONING MAP

Refer to page 4 for map legend.

THE ZONING STUDY (cont. from page 13)
regulations to be combined and mapped for each given land area to form zoning districts.

4. An overlay approach, establishing one layer of controls to apply throughout the city and additional layers to apply in different portions of the city for the purpose of recognizing local characteristics.

Thus, the staff considered the full scope of possible zoning techniques, suggested by many sources. The third six-month phase of work narrowed down the possible techniques into a system that appeared best designed to meet the objectives of the Study. In this analysis, innovations were sought and many were included. At the same time, the better features of the existing zoning districts were not abandoned.

Above all, the many potential techniques were reviewed in terms of the principle that what is finally proposed for legislative action must be easily understood, fully enforceable, and administratively workable. These considerations favored continuation of the approach using a

single set of zoning districts, but with major refinements to recognize the building character and density of individual areas.

During the third six-month phase, the work also concentrated upon four additional aspects:

1. Characterization of all residential areas according to generalized residential building form and other attributes, so that an appropriate set of zoning districts might be determined for the city.
2. Review of the types and characteristics of non-residential uses occurring in residential areas, including their advantages and disadvantages for those areas.
3. Development of housing quality standards that will direct construction into forms compatible with the surrounding neighborhood, and at the same time provide adequate amenities for the occupants.
4. Review of automobile ownership patterns, as well as other modes of transportation available for all uses in residential areas.

In this work, field and office analyses of existing land use patterns were carried out. Plans of recent apartment buildings, and the buildings themselves, were studied; numerous interviews with tenants, managers, building designers and owners were conducted. Minutes of past Commission meetings, past correspondence to the Department and interviews with neighborhood residents were reviewed to assess the impacts of non-residential, especially institutional, uses in the neighborhoods. Surveys of car ownership and parking were conducted throughout the city.

These and other analyses resulted in a memorandum, dated November 20, 1975, which outlined the basic direction to be taken by the new zoning proposals. This memorandum was then discussed with 44 interested groups and organizations at a series of six meetings during January 1976, each meeting focusing on a different area of the city. The comments received at these meetings were summarized in a memorandum from the Study staff to the Director of Planning on February 2, 1976, copies of which were widely circulated. In general, this work was well received; where



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there was disagreement with specific parts of the proposals, the comments made were extremely helpful in the fourth phase of the Study, the gradual refinement of the controls.

From February through May of 1976, the Department staff visited every block of every residential street in the city, mapping in detail the districts outlined in November and modified in February. In addition the staff refined the outline of proposed regulations governing permitted uses, building sizes, parking and other factors.

The staff continued to meet with outside experts during this period, especially those who deal with the actual design and construction of residential structures. Regular meetings with a committee of the Northern California Chapter of the American Institute of Architects (AIA) and with the Residential Builders Association of San Francisco were especially helpful. Also, the Department began a collaborative relationship with the University of California at Berkeley Department of Architecture, funded by grants from the National Endowment for the Arts, which assisted the City in organizing and subdividing the neighborhood concerns so that they might be reflected in proposals

carefully aimed at mediating the conflicts between neighborhood preservation interests on the one hand and development interests on the other.

The May 1976 Proposals

Finally, on May 20, 1976, the Department presented to the City Planning Commission detailed lot-by-lot zoning reclassification maps and a description of the standards found by the staff to be most appropriate for consideration for the residential areas of San Francisco. After more than eight hours of public testimony, the Commission passed a resolution of intention to consider these proposals, which had the effect of establishing the proposals as interim controls. In its action, the Commission directed the staff to refine the maps and regulations proposed prior to scheduling of the public hearings that would lead to a Commission recommendation to the Board of Supervisors.

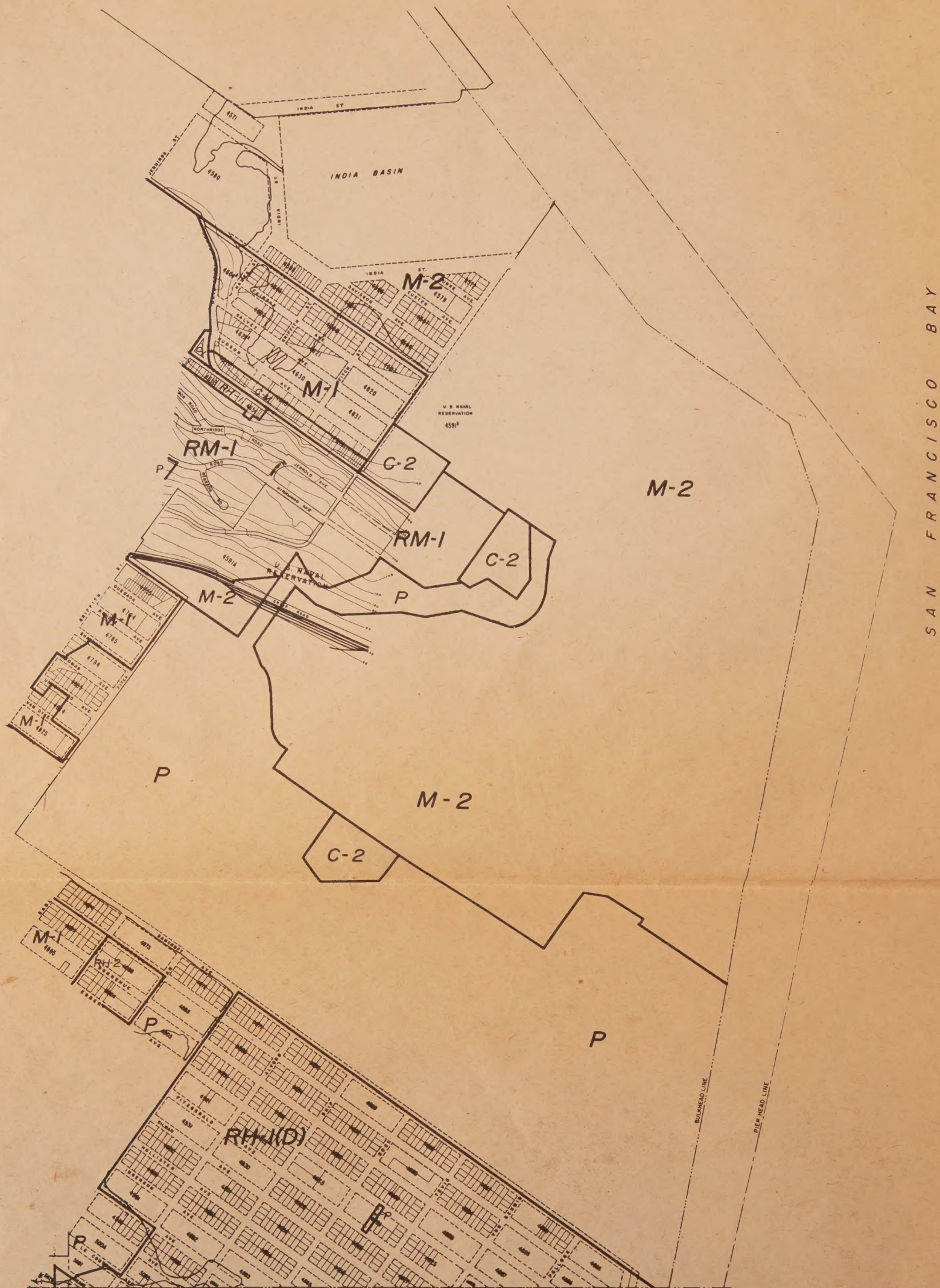
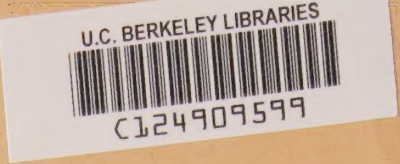
Since May 1976, the Department has been testing and refining the initiated maps and regulations to produce a final set of controls. Throughout the summer of 1976,

meetings were held in the neighborhoods, with Commissioners in attendance, to receive public comments. Other meetings have continued with individual neighborhood groups and with such organizations as the AIA committee, the Residential Builders Association, the Chamber of Commerce, the Board of Realtors, SPUR, Heritage and the Coalition for San Francisco Neighborhoods. The collaborative relationship with the University of California at Berkeley has continued, also.

An economic consulting firm, Gruen Gruen + Associates, was hired during this latter period to assess the effects of the proposed zoning. Their report, entitled "Analysis of Economic Impacts of the Proposed Change in San Francisco Zoning", was published on December 17, 1976, and is being used extensively by the Department and members of the public.

In addition, an Economic Advisory Committee, consisting of representatives from the building industry, the Chamber of Commerce, neighborhood groups, the Board of

(continued on next page)



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Refer to page 4 for map legend.

THE ZONING STUDY (cont. from page 15)

Realtors, lending institutions, the Assessor's Office, and others, have assisted both the economic consultant and the Department in reviewing the economic implications of the proposed zoning, especially in terms of the supply of housing, the cost of new housing, and property values and the tax base.

Discussions were also held with the developers and funders of housing for lower income and elderly residents. These meetings led to a clearer understanding of the potential effects of various zoning controls upon these groups, and of mechanisms that might assist the development of housing in these categories.

In order to provide as much flexibility as possible during this difficult period of transition from one set of zoning standards to another, minor changes have been approved by the Commission in both the maps and the written proposals throughout the testing period when the Commission and Department have felt the changes would still meet the objectives of the May 1976 report. The most significant of these changes were outlined in a memorandum to the Commission on March 10, 1977, and approved by the Commission March 31, 1977.

Final Refinement

In the final months leading up to the presentation of November 29, 1977, the Department has refined the proposed zoning maps in two additional field surveys of the entire city. In these surveys, the staff re-analyzed each area in the light of the more refined standards being developed, and considered questions raised by neighborhoods and individual property owners about the mapping of many specific areas.

The proposals for amendments to the text of the City Planning Code were put in the form of more precise regulations, related to the rest of the Code, tested for application to a variety of building situations, and illustrated with diagrams.

Now, at the conclusion of the drafting process, the Department has refined the maps and written regulations to the point where it believes the draft proposals before the City Planning Commission will truly strike the desired balance between preservation and change. After these years of methodical discussion, analysis, testing, redrafting and clarification, regulations are now presented which give the property owner and builder the necessary development

flexibility and at the same time give adequate protection to the amenities of adjacent properties and the character of entire neighborhoods. It is in this reasoned balance that future residential construction in San Francisco should take place.